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RECRUITMENT POLICY OF THE GOVERNMENT OF BANGLADESH

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Sound recruitment policy of a nation can provide an efficient administration and thus pave the way of expediting socio-economic development. This study "Recruitment Policy of the Government of Bangladesh" has been undertaken with the financial assistance of the Government of Bangladesh through the Bangladesh Public Administration Training Centre. We express our sincere thanks to all of our respondents who extended all sorts of cooperation in filling up questionnaire for this research project. Dr. Ekramul Ahsan, Rector(in charge), BPATC; Mr. Amin Mia Chowdhury, Member, Bangladesh Public Service Commission; and Mr. Abdul Jalil, Joint Secretary, External Resource Division contributed much as evaluators in improving the quality of this study. We are thankful to them.

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Muhammad Abdus Sobhan
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CHAPTER-I INTRODUCTION

Since the end of the world War II and during the decolonization period a radical change has been brought about in the objectives of the governments in many countries. The concept of administration has changed. Administration has ceased to be merely regulatory and is increasingly being involved in the formulation and implementation of the policies concerned with social welfare and growth. In most developing societies the role of the civil servants is considered to be crucial because the success or the failure of any development as well as management activity depends largely on the efficiency and the quality of the civil servants. No government can implement its objectives without an efficient work force consisting of hard-working, sincere and dedicated men and women. As such, the public services demand of its people not only efficiency, but also their devotion and dedication to public purposes. This obviously, demands employment of competent and incorruptible men and women to perform varied tasks of modern large scale public management. The governmental responsibilities, specially in the developing countries, have been expanding all over the world. The need of people with high standard of efficiency, integrity and performance in public services is extremely essential. But the problem is how to attract, retain and develop persons with superior capacities and high intellectual and moral standard in the the government services. The importance of a sound recruitment policy to ensure the quality of the personnel and raise the standard of the public services can, therefore, hardly be over-emphasised. Only a sound recruitment policy can offer the best sons of the soil for the public services. As a recognised profession and a

pivotal work-force the civil service in Bangladesh has inherited the colonial legacy which has undergone a process of trial, tribulations, reforms and re-organization.

2. The objectives of the present study are mainly as follows:-

- (i) To make an overall survey of the service structure.
- (ii) To make a brief comparative study of the service structure of some of the developing countries.
- (iii) To describe and analyze the recruitment policies of the government for the cadre services.
- (i) To describe and analyze how the recruitment takes place to the non-cadre posts.
- (v) To see the career prospects of the cadre and the non-cadre services.
- (vi) Whether the complex division of the services into separate cadres has raised cloud or conflicting environment, and thus, breeds inter-service rivalry.
- (vii) Whether the colonial division in the bureaucracy such as superior, subordinate, gazetted, non-gazetted and Class I, II, III & IV and so on have drawn any antagonism or not ?

3. METHODOLOGY:

The study has adopted a mixed methodology. Since the available resources on the subject are meagre, the study has primarily been based on a survey conducted amongst a selected number of concerned personnel who have either gained some acquaintances with the recruitment policy or have undergone a process of being recruited in the services. A total of one hundred eighty questionnaire were given to the different personnel employed in the various organizations with different status and pay scales out of which 100 responded. There is heterogeneity in the selection of respondents. The opinions expressed by the respondents were extracted and grouped sequentially and question-wise. Although the available meagre and scanty literature on

the recruitment policy could not provide a thorough knowledge on the subject, it definitely helped in forming certain basic ideas. Besides, the informal discussing with the knowledgeable personnel on the issue also helped in getting an indepth opportunity to look into the matter critically. Since the lack of appropriate literature and information can not substantiate the thinking process for a plausible perception of the issue, the present study is primarily an attempt to illuminate, expose and illustrate the views and the opinions expressed by the selective personnel. A careful consideration has been given in the case of selection of the respondents with a view to extract the proportionate and the representative opinions. Empiricism was also another factor for consideration. Personnel dealing directly or indirectly with the recruitment process were requested to express their opinions. This non-random sampling, for the project study, is perhaps, best suited for qualitative purpose. The study has emphasized on the qualitative aspects rather than on the quantitative aspects for better understanding and thus providing a synthesis on the issue.

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4. Background of the Civil Service in Bangladesh : The Civil Service of Bangladesh owes its origin in the traditions of the Civil Service of British India. The Civil Service in British India had a long history of evolutionary process. It was the mercantile service of the East India company which was transformed into a well-organised covenanted Civil Service when the company became a ruling power with administrative responsibility.¹ An analysis of the system of recruitment to the covenanted Civil Service shows that till the

1

Chowdhury, Muzaffar Ahmed, The Civil Service in Pakistan(First edition), p.1, 1963.

fifties of the nineteenth century the mode of entry in this service remained confined to the system of nomination. Subsequently, the system of nomination, however, came under severe criticism. The critics like Macaulay, Professor Robson, Hail Mckenzie vehemently criticised the nomination system and held that the replacement of the nomination system by open competition would ensure entry of men of higher attainment in every branch of the service with the resultant increase in the efficiency of service. This increase of efficiency in the Civil Service would, in turn, stabilise the British rule in India.

In the words of Professor Robson, "The method of competitive examination is sound, democratic, and equitable in that it treats all comers alike, regardless of the distinction of wealth and social rank, in that it judges men and women impersonally by their ability to carry out a specific performance, and in that it selects individuals, without reference to their family connections and inherited fortune,² by the common rule of a prescribed test under known conditions.

Macaulay, a great protagonist of the competitive system argued in the House of Commons in 1833. "It is said, I know, that examination in Latin, in Greek, and in Mathematics are no tests of what men will prove to be in life. I am perfectly aware that they are not infallible tests, but that they are tests I confidently maintain. Look at any walk of life at this House-at the other House-at the Bar-at the Bench-at the Church-and see whether it be not true, that those who

2

Robson, W.A., From patronage to Proficiency in the Public Service : An Inquiry into Profession qualifications and the methods of recruitment in the Civil Service and Municipal Service(1922), Fabian Society, p.17.

attain high distinction in the world are generally men who were
distinguished in their academic career".³

In the face of all these criticisms against the system of nomination, the Company, however, raised its own arguments in favour of the patronage system and sought to maintain the status-quo. But ultimately the advocates of the open competition for entry into the Civil Service won the issue and the Act of 1853 introduced the system of open competition for recruitment to the covenanted Civil Service on the basis of merit instead of favour.

After the Act of 1853, a Committee was appointed with Macaulay as its president. The purpose of the committee was to make detailed regulations for the system of selection and appointment of candidates in pursuance of the provisions of the Act of 1853. The Committee made
⁴two main recommendations. First, the competition would be designed to test the general education and the ability of the candidates. It would, by no means, be a test of any specialised knowledge. It was so designed that the Civil Service in India would, in fact, require the exercise of the higher powers of mind, and these powers of mind could be developed only by the best, the most liberal, and the most finished education.

Second, the Committee emphasized the need for the training of the successful candidates. It was suggested that the period of probation would be not less than one year and not more than two

3

Kith, A.B., Speeches & Documents on Indian Policy
(1921)1922, Vol.1, P.252.

4

Report on the Indian Civil Service, 1854, Published in
Parliamentary papers, Vol.IV, 1876.

years. It was further suggested that there would be an examination after the completion of the training and those who passed the examination would be confirmed in their appointments and sent to their respective places of appointment.

The report of the Macaulay Committee was an epoch making document in the history of Civil Service in British India. Modifications were, however, made in the report in subsequent years to meet the requirements of the changed circumstances. But the basic concept that the competitive examination should be a test of general academic nature, a test of powers of mind, has survived even today in the Civil Service of Bangladesh.

5. The structure and pattern of Bangladesh Civil Service : Bangladesh emerged as an independent nation after a long historic struggle. For years, the country was dominated by the British, and subsequently by the Pakistani Rulers. The evolution of the present civil service in Bangladesh, as already mentioned, dates back to the Indian Civil Service during the British period. The Indian Civil Service created during the British period was based on the famous words of Lord Macaulay in 1853 : "We must at present do our best to form a class who may be interpreters between us and the millions whom we govern : a class of persons-Indian in blood and colour, but English in taste and opinions, in morale and intellect". After Partition of India in 1947, the Indian Civil Service was substituted as the Civil Service of Pakistan. The present Civil Service of Bangladesh is the product of the legacy of the erstwhile central as well as the Provincial Civil Service of Pakistan.

5

Quoted in Siddiqur Rahman, Civil Service Improvement in Bangladesh, Country Paper, BPATC, 1989.

The government of Bangladesh was empowered by the Service(Reorganization and Conditions) Act, 1975 to reorganize the services of the Republic and for that purpose to create new services or amalgamate or unify the existing services. Accordingly the Government of Bangladesh created the following cadre services :

- | | |
|----------------------------|---------------------------------|
| 1. BCS(Administration) | 16. BCS(Judicial) |
| 2. BCS(Agriculture) | 17. BCS(Livestock) |
| 3. BCS(Ansar) | 18. BCS(Police) |
| 4. BCS(Audit & Accounts) | 19. BCS(Postal) |
| 5. BCS(Cooperatives) | 20. BCS(Public Health) |
| 6. BCS(Customs & Excise) | 21. BCS(Public Works) |
| 7. BCS(Economic) | 22. BCS(Railway Engineering) |
| 8. BCS(Family Planning) | 23. BCS(Railway Transportation) |
| 9. BCS(Fisheries) | 24. BCS(Roads & Highways) |
| 10. BCS(Food) | 25. BCS(Secretariat) ✓ |
| 11. BCS(Foreign Affairs) | 26. BCS(Statistical) |
| 12. BCS(Forest) | 27. BCS(Taxation) |
| 13. BCS(General Education) | 28. BCS(Technical Education) |
| 14. BCS(Health) | 29. BCS(Tele-Communication) |
| 15. BCS(Information) | 30. BCS(Trade) ✓ |

All the cadre services were brought under one single service, namely, the Bangladesh Civil Service. The composition and the cadre rules for all the services came into force in September, 1980. The cadre rules for all the services were more or less uniform. The cadre rules contained mainly the following:-

- (i) constitution of service;
- (ii) posts borne in the cadre;
- (iii) appointing authority;
- (iv) procedure for recruitment;
- (v) eligibility for appointment to the cadre;
- (vi) probation and confirmation; and
- (vii) seniority.

All appointments to the posts in the various cadre services are governed by the provisions of the Bangladesh Civil Service Recruitment Rules, 1981.

The total strength of the Class I officers in the various cadres of Bangladesh Civil Service figures now 33048⁶. The appointment of officers in different cadres is made either by promotion or by direct recruitment. The recruitment of officers in various cadres is recommended by the Public Service Commission on the basis of the results of open competitive examinations and interviews.

The constitution of the People's Republic of Bangladesh promulgated in 1972 provides that "There shall be equality of opportunity for all the citizens in respect of employment or office in the service of the Republic". The constitution further provides that "No citizen shall on grounds only of religion, race, caste, creed or place of birth be ineligible for or discriminated against in respect of any employment or office". As per provision of the constitution the state may (a) make special provision in favour of any back-ward section of citizens for the purpose of securing their adequate representation in the service of the Republic; (b) give effect to any law which makes provision for reserving appointments relating to any religious or denomination; and (c) reserve for members of one sex any class of employment or office on the ground that it is considered by its nature to be unsuited to members of the opposite sex.

As already stated, there had been frequent attempts to provide development bias in administration. The development imperatives, the aspirations of the people and the expectations of the various service/professional groups were kept in view while initiating reforms to renovate the service structure. With

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Statistics of Civil Officers and Staff of the Government of the People's Republic of Bangladesh, 1989, p.1.

this end in view two Commissions were set up. These were :(i) The administrative and the Service Re-organization Commission;and (ii) The pay and Service Commission.In pursuance of the recommendations of these Commissions the elitist concept in civil service was abolished, and all the cadres were considered as functional groups. Equal opportunities and promotion prospects for the members of the various service groups at the higher policy making level were provided.The purpose of merger of all the cadre services into one service, namely the Bangladesh Civil Service ,was to ensure that the administration is suited to the needs and the aspirations of the people, and a rapport is built up among the officers of the various cadres.

6. Recruitment Policy of the Government of Bangladesh

The recruiment of personnel constitutes the first and the basic requirement of personnel management in any organization. The method for recruitment of personnel may be either direct promotion or transfer on deputation.The direct method is normally based on open competition.

✓ The recruitment policy of the Government of Bangladesh is controlled by the constitutional provision in respect of equality of opportunity in public employment .The vacancies meant to be filled by direct recruitment is done on the basis of merit and population of the different districts. The purpose is to ensure equitable representation of the people of all the districts of Bangladesh in the various services and posts under the government ,autonomous and semi-autonomous organizations and the nationalized enterprises. The calculation for filling up the various vacancies is done class-wise i.e. class I,class II, class III and class IV.The latest position in

respect of reservation of vacancies in various categories of posts is indicated below:-

Distribution of vacancies	Class I & ClassII posts	Class III & Class IV posts.
(a) Merit Quota	45%	-
(b) District Quota:		
(I) Woman candidates	10%	15%
(II) Freedom Fighters	30%	30%
(III) Tribal people	5%	5%
(IV) Ansar and village defence	-	10%
(V) Orphans of Shishu Sadan	-	1%
(VI) Balance(for distribution district wise)	10%	39%

Direct recruitment of officers to the various cadres of Bangladesh civil service is made through the public Service Commission. The Ministry of Establishment, on receipt of demands from the various administrative Ministry/Division consolidates the list and sends the same to the Public Service Commission with request to select and recommend candidates for appointment, The public Service Commission in turn advertises the vacancies in the different cadres, holds examinations including viva voce, psychological and intelligence tests. The qualified candidates are examined medically by a Medical Board. On receipt of the list of the candidates from the Public Service Commission, the Ministry of Establishment arranges the verification of the character and the antecedents of the candidates through the Ministry of Home Affairs. If every thing is found satisfactory, the approval of the president is obtained and the letter of appointment is issued.

In regard to the appointment to the non-cadre gazetted posts, the Public Service Commission recommends candidates keeping in view the

Provision of the recruitment rules for the posts. Recruitment to the non-gazetted posts in the secretariat, attached departments and the sub-ordinate offices is normally made by the head of the office/department on the basis of the recommendations of the Selection Committees set up for particular offices/departments.

7. Appointment by Promotion :

Any change of position from a lower post to a higher post may be called promotion. It normally involves greater responsibility and financial incentive. While considering the cases of promotion, the following basis is normally followed:-

(i) Promotion from Class II to Class I, from Class III to Class II, is made on the basis of merit with due regard to seniority.

(ii) Selection for "promotion posts" is done on the basis of seniority-cum-fitness. But promotion to "selection posts" is made on the basis of merit with due regard to seniority.

(iii) Promotion to "selection grade" posts in any service cadre is based on seniority-cum-merit.

8. Promotion Quota:

There is provision in certain services for appointment by both direct recruitment and by promotion from the feeder posts. In such cases the quota/ratio for appointment by promotion is laid down in the recruitment rules of the concerned service.

There are cases of promotion where consultation with the public Service Commission is required. In such cases the names of the eligible candidates are sent to the public Service Commission along with the required service particulars. On receipt of the recommendations of the Commission the promotion orders are issued by

the Administrative Ministry/ Division/ Department concerned. If, however, any recommendation of the Commission is not considered acceptable to the concerned Ministry/ Department, the case may be referred back to the Commission for re-consideration. If the Commission sticks to its original recommendation the proposal may be submitted to the president for over-riding the recommendation of the Public Service Commission. No consultation is necessary for promotion of officials from Class IV to Class III position.

9. Promotion Committees and Boards:

The cases of promotion which are outside the purview of the public Service Commission are generally processed through certain Committees/Boards which are mainly as follows:

- (a) Council Committee on Senior Appointment, promotion, and Service Structure ;
- (b) Superior Selection Board ;
- (c) Special promotion Committees;
- (d) Departmental Promotion Committees ;(i)

It may be mentioned here that the Superior Selection Board as mentioned at (b) of para above has recently been abolished and two-three member Committees in each Ministry/Division have been constituted as below : (Vide Establishment Ministry notification No.

নং- উনি- /১-১৪/৮৯-৩২৫, তারিখ ২৪/৭/৮৯)।

- (a) Departmental promotion Committee on Senior Appointment / promotion . (বিভাগীয় উচ্চতর পদোন্নতি/নিয়োগ বোর্ড) :-

- (i) The Minister In-charge of the concerned Ministry -Chairman
- (ii) Secretary/Addl. Secretary, Establishment Ministry -Member
- (iii) Secretary/Addl. Secretary In-charge of the concerned Ministry/Division -Member

(b) Department Committee on Promotion/Appointment

(বিভাগীয় পদোন্নতি নিয়োগ বোর্ড)।

- (i) The Minister In-charge of the concerned Ministry -Chairman
- (ii) Secretary/Addl. Secretary In-charge of the concerned Ministry/Division -Member
- (iii) The Head of the concerned Directorate General/Directorate/

(i) Council Committee on Senior Appointment /Promotion and Service Structure: The Council Committee Considers the cases of promotion of the officers to the post of Joint Secretary and above and the equivalent positions in the Autonomous bodies / Corporations and the Government Departments. The Council Committee also reviews the cases of supersession and promotion of officers of the level of the joint Secretary and above. The Council Committee further recommends reforms in the structure and organisation of the different services/ cadres / category of posts.

(ii) Departmental committee on Senior Appointment/ Promotion:
(বিভাগীয় উচ্চতর পদোন্নতি/নিয়োগ বোর্ড)।

The cases of promotion of officers of the concerned Ministry/ Division/Attached Department/Autonomous Bodies/ Corporations to the M.N.S grade I,II,& III are considered by this committee and the recommendations are sent to the Council Committee which in turn obtains the approval of the President. The appointment of the head of the Autonomous Body is issued by the Establishment Ministry and the same relation to other officers is issued by the concerned Ministry / Division.

(iii) Departmental promotion / appointment Committee:
(বিভাগীয় পদোন্নতি নিয়োগ বোর্ড)।

The cases of all officers, both cadre & non-cadre, of the concerned Ministry / Division and the Autonomous Bodies / attached

Departments for promotion / higher time scale / selection to MNS Grade IV,V & VI are examined by this Board and its recommendations are sent to the President. The concerned Ministry/ Division obtains the approval of the President and issues orders of appointment .

(iv) Special Promotion Committeed :

Special Promotion Committeeds of the Ministrys/Divisions Concerned deal with cases of Promotion of officers belonging to the Varvons cadres to the Modified New Scale of Pay of TK 2800-4425.

(v) Departmental Promotion Committee : This Committee is responsible to recommend promotion within Class II or from Class II to Class I posts in the Ministry / Division. The recommendations of the Departmental Promotion Committee for promotion from Class II to Class I post , however , requires the approval of the Public Service Commission . The Ministries / Divisions and the heads of the departments set up Selection Committees for promotion of Class III employees .

(vi) Divisional Selection Boards: All cases of recruitment of Class III Employees at the Divisional and district level are processed by the Divisional Selection Board except those which are filled up centrally by the concerned departments.

(vii)Transfer on deputation : If there is any provision in the recruitment rules of a particular organization to fillup any post/ number of posts on deputation the concerned authority can do so according to the prescribed rules.

(viii)Adhoc appointment : In cases where the officers are not likely to hold a post for more than six months, and the Public service Commission has failed to recommend candates within 15 days of its being asked todo so, adhoc appointments may be made in such cases with

clearance from the Public Service Commission.

(ix) Other methods of recruitment : In response to the exigency of circumstances and the needs of public service the following methods of recruitment may sometimes be adopted.

- (i) Absorption of surplus personnel, and
- (ii) Lateral entry.

(x) Recruitment Rules : For every post, whether permanent or temporary, there must have some recruitment rules. These rules are framed by the concerned administrative Ministry / Division in consultation with the Ministry of Establishment, the Ministry of Law and the Public Service Commission. The rules will also be notified in Bangladesh Gazette with the approval of the President.

(xi) Public Service Commission : The Public Service Commission was first set up in 1925. The Government of India Act, 1935 provided for the establishment of the provincial Public Service Commission and accordingly the Public Service Commission in Bengal was set up in 1937. Two Public Service Commissions were set up in pursuance of the President's order No 34 issued in 1972. These were Bangladesh Public Service (First) Commission and Bangladesh Public Service (Second) Commission. The first Commission dealt with the cases of gazetted officers in Class I and Class II services. The Second Commission dealt with the non-gazetted posts. In 1977 the two Commissions were merged into one under the Bangladesh Public Service Commission Ordinance, 1977.

The main task of the Public Service Commission is to hold competitive examinations and competitive interviews to select suitable candidates for appointment to various Government posts.

Article 137 of the Constitution of Bangladesh provides for one or more Public Service Commissions in Bangladesh. According to Article 140(I) of the Constitution the Public Service Commission is required to do the following:-

- (a) to conduct the tests and examinations for the selection of suitable persons for appointment to the service of the Republic ;
- (b) to advise the President on any matter on which the Commission is consulted under clause II or any matter connected with its functions which is referred to the Commission by the President ;
- (c) such other functions as may be prescribed by law.

Article 140(II) mentioned the following subjects where the President shall have to consult the Public Service Commission :

- (a) Matters relating to the qualifications for and methods of recruitment to the service of the Republic ;
- (b) The principles to be followed in making the appointment to the service and promotion and transfer from one branch to another and the suitability of candidates for such appointment, promotions and transfers;
- (c) Matters affecting the terms and conditions(including pension and salary) of their services;
- (d) The discipline of the services.

Article 141 stipulated the Annual Report to be submitted by the Public Service Commission to the President by the 1st day of March every year. The report was to be accompanied by a memorandum which should mention:

- (a) The cases, if any, in which its advice was not accepted and the reasons why it was not accepted.
- (b) The cases where the Commission ought to have been consulted and the reasons why it was not consulted.

The President is required to cause the report and the memorandum to be laid before the Parliament.

The purpose for which Public Service Commission was set up was to ensure free and fair recruitment to public services.

As per provisions of Bangladesh Public Service Commission (Consultation) Regulations 1979, procedure for consultation with the Public Service Commission has been laid down. In cases of appointment where consultation with the Commission is necessary, any officer being appointed without such consultation with the Public Service Commission shall not hold the post or any other post in continuation of it for more than six months.

(xii) The Ministry of Establishment : The Ministry of Establishment is the central personnel agency of the Government of Bangladesh. All matters relating to the creation of a cadre, its composition, strength and hierarchies, rules for recruitment etc. are processed by the Ministry of Establishment. The central records / dossiers of the officers of the various cadres are maintained by the Establishment Ministry. The Establishment Ministry, however, involves the concerned Administrative Ministry, the Public Service Commission, the Ministry of Finance & Law in all stages of decision making on personnel matters.

CHAPTER 2

CIVIL SERVICES IN SOME ASIAN COUNTRIES

The patterns of the civil services and the recruitment policies differ from country to country depending, on the one hand, the expectations and the aspirations of the people, and on the other hand, the nature and the role of the Government and the political system. Many developing countries have, in recent years, embarked upon ambitious programmes to accelerate the social and the economic development. This has necessitated increasing governmental intervention in the management of the affairs of a country. It is in this context that efforts are being made to strengthen and modernize the Civil Service Systems in many countries, particularly in the developing countries of Asia and Africa. The changes in the Civil Services of these countries have occurred due to two major forces. First, the change in the power relationships resulting from the Second World War. Second, the shift of the governmental activities from the limited law and order objective to development and the welfare oriented service. After the Second World War many countries gained independence and after independence these countries had to pass through a period of political unrest. The development orientation in the Civil Services occurred due to the rising expectations of the people specially in the industrialized countries of the world. The expectation for better standard of living and the increasing trend of co-operation between the various countries added a new dimension in the matter. Moreover, the propagation of concepts and approaches like Development Decades, Technical Co-operation, Development Administration, Welfare state etc. prompted spectacular changes in the Civil Services of the various countries. Keeping this context in view a

brief outline on the fundamental characteristics of the Civil Services and the recruitment policies of some of the countries of Asia have been indicated below with the idea that this will help indicate a comparative view of the Civil Service and the recruitment policies in Bangladesh and in countries other than Bangladesh.

India :

The constitution of India lays down the broad provisions of the Indian Civil Service. The civil servants in India are required to remain impartial, neutral and loyal to the Constitution of India. No civil servants are allowed to join political parties. The names of the civil servants are hardly mentioned in the press or in the parliament. The recruitment of the civil servants and the conditions of their service are regulated by the central government and the State governments. The three main sub-systems of the Civil Service in India are - (i) All- India Services, (ii) Central services, and (iii) State Services.

The officers belonging to "all India services" can be appointed to posts under both the central government and the State governments. The requirements of only the central government are met by the manpower of the central Civil Service. In the same way the subjects coming within the jurisdiction of the State governments are administered by the State Civil Services. The responsibility for selection of candidates for higher appointments and for advice on disciplinary action against the higher officials lies with the Union Public Service Commission which is a constitutional body with high prestige. The Commission selects candidates through written examination and interview. Recruitment is done on the basis of

recruitment rules governing the induction of new entrants to the higher posts. The selection of candidates is made either from the open market or by promotion of persons from the feeder categories of services. Recruitment is generally made to the lowest grade in a service but in some services there is provision for lateral induction of candidates from open market particularly in the higher grades. Recruitment is done on the basis of merit assessed by written tests and interviews. Equality of opportunity for all citizens in matters relating to appointment to any post is guaranteed by provisions in the constitution. No discrimination on grounds of religion, race, caste, sex, descent, place of birth and residence is allowed. There is, however, constitutional provisions for reservation of certain percentage of appointments in favour of the schedule castes and tribes.

The candidates who qualify in the competitive examination are generally given appointment on probation normally for a period of two years. If the probationer fulfils the conditions of his probation satisfactorily he is confirmed in the service.

Pakistan :

The origin of Civil Service in Pakistan can be traced back to the Mughal period. This is true particularly of the lower cadres at the Tehsil and the district level. But the higher Civil Service in Pakistan is fundamentally a British legacy. Administrative reforms in the Civil Service of Pakistan were effected in 1973. A Unified Grading System of Civil Service was introduced. The civil servants were grouped into 22 grades. Again, based on the areas of specialization

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Mattoo, P.K., The Civil Service System in India (Asain Civil Servces), pp. 82,85-87.

the civil servants have been divided into 15 occupational groups. The various grades have further been organized into 3 unified grades which are : (i) All Pakistan Unified Grades, (ii) Federal Unified Grades, & (iii) Provincial Unified Grades.

The Establishment Division and the Federal Public Service Commission are the two major central personnel agencies in Pakistan.

Public Service Commission is the main agency for recruitment of officers to the higher grades of the civil service in Pakistan. According to the recruitment policy there is provision for adequate regional representation. Provincial quota for recruitment to the various services under the Federal Government are strictly maintained. The recruitment of officers to the higher grades (grade sixteen and above) is done by combined competitive examination held annually by the Federal Public Service Commission. The candidates who qualify in the written test are given psychological test designed to assess the tendencies, capabilities, personal qualities, character and specially their aptitude for the services. The candidates are also required to sit for interviews/viva-voce tests before a board consisting of a chairman, members of the commission and one or more representatives of the Establishment Ministry or other Ministry. Successful candidates are given initial appointment on probation for a period of two years. If the officer does not fulfil the conditions of probation he is normally discharged from service. If, however, a civil servant completes his period of probation satisfactorily he becomes eligible for confirmation in a permanent post.

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Raheem, Fazalur Husain, Aga Iftikhar, The Civil Service System in Pakistan (Asian Civil Services), pp. 305, 317-18, 320, 324-26.

Indonesia :

The Civil Service in Indonesia is basically a unified system. There is no provision for sub-systems. All categories of civil servants belong to the same system. Though they carry out different responsibilities and have different skills and background the civil service system in Indonesia is based on career and merit principles. Under the merit system the appointment of a person is determined strictly on the basis on his capability. On the otherhand, the career development of a civil servant depends on the length of service, loyalty, devotion and other objective requirements. A Civil servant in Indonesia is not only a state apparatus but also a servant of the state and of the community. The classification system of civil servants in Indonesia is based on the combination of both the rank classification and the position. Classification system. The Civil Servants from lowest rank to the highest are grouped into 17 levels.

Every citizen in Indonesia enjoys equal opportunity to apply for becoming a civilian public servant. The recruitment is done based purely on the objective requirements, and not based on religion, group or region. Recruitment to a civilian post is announced as widely as possible through press media. Candidates are selected on the basis of written examination. If considered necessary, an oral examination is held to know more about the capability of the applicant. The psychological test is also held asper existing provision. The applicant who is selected for appointment is given a registration number by the Institute of Public Personnel Administration, and the hiring agency issues a letter of appoitment. After appointment the prospective civilian public servant remains on probation which may extend from one year to two years.

The Civil Service in Indonesia being basically a unified system, all the civil servants belong to the same system although they may have different skills, and background and perform different functions. The appointment of new officers is normally done by the respective Ministry and as per directive issued by the Institute of Public Personnel Administration. The civilian public servants in Indonesia are grouped into seventeen levels.

The prospective civilian public servants are appointed to the function and rank according to the level of education. The Institute of Public Personnel Administration is a board which works under the President of the Republic of Indonesia. The board is entrusted with the task of managing the administration of the civilian public servants belonging to the various Ministries and institutions. The responsibility of the board is to improve, maintain and develop the civilian administration to ensure smooth running of the Government Machinery.

Japan:

The Civil Service System of Japan today consists of three elements-traditional, European and American. It may also be described as a bureaucratic evolution keeping pace with the development and the changes of the country. After the end of the Second World War in 1945 sweeping changes were effected in the various social systems of Japan. In the process the civil service system changed from personal status system to democratically oriented system. As such it resulted into the transformation of the civil servants from the officials of the Emperor to the servants of the whole people. In the process of transformation

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Manurung, Cyrus, The Public Personnel System in Indonesia
(Asian Civil Services), pp. 135, 137, 139, 142, 146-57, 159.

three steps were taken. First, the public employees were defined as the servants of the whole people. Second, scientific personnel administration was introduced. The purpose was to ensure a democratic and efficient administration of public affairs by a rational and scientific personnel management. Third, guarantee system was established to ensure proper review of objections filed by the employees against the disadvantaged actions taken by the superior officers and also for the improvement in their working condition.

The constitution of Japan provides for equal treatment of all people and the guarantee of their right to work. The National Personnel Authority acts as the Central Personnel Agency of the Japanese Government. The office of the Prime Minister has acted as the Central Personnel Agency since 1965. The Central Personnel Agency is entrusted with the responsibility to conduct fair and just personnel administration based on scientific principles.

The employment of personnel in Japan is made on basis of the results of examination, the record of work performance, the evaluation of other demonstrated abilities. Keeping this criterion in view a competitive examination is held and the candidates selected are appointed in the order of their examination scores. The examination is open to all citizens and conducted centrally by the Authority. While planning to conduct an examination an outline of the same is published through various mass media like Television, Radio, Newspaper etc. Relevant posters and examination guides are also sent to schools and colleges. The examination is designed to evaluate and judge the individual knowledge, skills and character traits through various tests like general test, specialised knowledge test, personality test and other testing devices. The successful candidates are initially

appointed for a period of not less than six months. After appointment the employees are provided training to enable them to acquire the knowledge and skills necessary to perform their duty efficiently and inculcate in them certain values and to contribute to an effective execution of public affairs.

The power to appoint officials vests with the head of each
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Ministry or the agency of the government.

Korea

The Civil Service System of the Republic of Korea is based on the concept of "public interest". The present system of civil service is a complicated mixture of the old and the new. The modern civil service system came into existence since 1949. The enactment of the National Civil Service law accommodated democratic personnel practices from the United States and the other advanced countries. Many practices of the old Japanese model were also adopted. The main characteristics of the civil service of Korea are briefly as follows:

1. All positions in the civil service were classified into two categories: the special category and the general category.
2. The system of High Civil Service Examination and the common Civil Service Examination to recruit meritorious and capable people through open competitive examination was revived.
3. A board of examiners was setup.
4. The merit principles were laid down as the compulsory basis for recruitment, selection and promotion of officials.
5. As the servants of the people the civil servants were required to be politically impartial and neutral.

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Morita, Hiroshi, The Civil Service System in Japan(Asian Civil Services), pp. 184-85, 192-94.

Experience shows that although provision was made to practise merit principles as the basis for recruitment of employees, but open competition was not resorted to in many cases. President Rhee introduced the "spoils system" by which the ruling party started appointing its members to different LSI positions in the civil service according to political influence. The scenario changed after military revolution in 1961 when drastic changes were made in all areas of personnel administration and administrative reforms were undertaken to ensure merit system in recruitment, selection and promotion of officials.

The recruitment of people in civil service of Korea is based on "merit principles". The first and the most common method of recruitment is the open competitive examination. Any person can seek the examination. This is widely publicised through pamphlets, newspapers and radio. The examination includes various tests like written objective test, interviews, physical examinations and document reviews to ensure selection of the best candidates. The successful candidates are appointed on probation for a period running from six months to one year during which the management makes an assessment of his performance and decides whether he will be given a career status or not.

In Korea, promotion is considered not only to be a good method of filling a vacancy but also the strongest incentive which can be offered to the employees. Promotion is given from a list of eligibles for promotion drawn up each year on the basis of actual work performance, seniority, and training results. The length of service is also considered for promotion. While considering a person for promotion 40 percent score is allocated to work performance, 35

percent to length of service (seniority) and the remaining 25 percent to the results of training. Additional points are also considered for awards received by the employees.

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Malaysia:

Before independence in 1957, functions of the Civil Service in Malaysia were devoted mostly to the maintenance of law and order and the collection of revenue. After independence, there has been a shift in the functions of the civil service with increasing emphasis on the functions connected with the social and economic development. Although the regulatory functions like maintenance of law and order and collection of revenue are still being retained, the main focus of the functions of the civil service today is to respond positively to the hopes and aspirations of the people which remained more or less dormant before independence.

The Public Services Department and the Five Service Commissions constitute the central personnel agencies in Malaysia. The Public Services Department is entrusted with the responsibility to formulate, plan, and implement policies to ensure that the civil servants in Malaysia are efficient, dedicated and trained and can implement the plans and policies of the government. Five service commissions are responsible for the recruitment and service matters of the specified services. The commissions are as follows :-

- (i) Judicial and legal service commission;
- (ii) Public services commission;
- (iii) Police Force commission;
- (iv) Railway service commission and
- (v) Educational service commission.

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Byung-Ihn, Hwang, The Civil Service System in Korea(Asian Civil Service), pp. 213-14,222,225.

All the states of Malaysia have their own public services commission for recruitment of the people to the states' civil services. The career of the civil servants in Malaysia is determined by the "Scheme of Service" based on the various classes of jobs. A person is appointed to the lowest grade in a scheme of service and not to a particular post. The officers belonging to a certain grade become eligible for promotion to the higher grade within the same scheme of service. All appointments are made based on the specific qualifications determined by the Public Services Department for a specific scheme of service. Almost all appointments are controlled by the Public Services Commission. Although the heads of the departments can appoint certain categories of employees in the lower grades after being authorised by the Public Service Commission, the methods of selection of candidates has until recently remained confined to interviewing. The most recently, however, recruitment through examination has been introduced only in case of Administrative and Diplomatic Service.

All categories of civil servants in Malaysia have to undergo a period of probation compulsorily. The ability and the suitability of the probationers are determined by way of mandatory departmental examination, annual evaluation of their on-the-job and the general performance. If an officer fails to pass the period of probation his period of probation is extended or his seniority is affected, or at times his annual increment is postponed. Termination of service for unsatisfactory performance during the period of probation is hardly practised except in extreme cases of indiscipline.

Sri Lanka

Sri Lanka won independence in 1947, after about 150 years of British rule. The constitution of 1947 provided for a Public Service Commission. The Commission had the sole power of appointments, transfers, promotions and disciplinary control over the public service. The Commission could work fully independent and without any political control of the cabinet or of the members of parliament. In fact, the Ministers were debarred from making any interference in the exercise of functions by the Commission. In 1972 a new constitution was introduced and the Public Service Commission was abolished. The power of appointment, transfer, dismissal and disciplinary control of state officers was given to the cabinet of Ministers and in this respect the cabinet was answerable only to the National State Assembly. The constitution also provided that the decisions of the cabinet in this matter should not be questioned in any court of law. The original powers were exercised by the cabinet of Ministers, certain powers were delegated to the individual Ministries. The Ministers also, in turn, delegated certain powers, to the state officers. The 1978 constitution, however, revived the Public Service Commission again with the provision that the Cabinet of Ministers would delegate its powers to the Commission. The Committees of the Public Service Commission were also constituted for exercising the powers of the Commission. There is provision for the Public Service Commission that it can delegate to public officers its powers of control relating to any categories of public officers. Accordingly, the powers of disciplinary control have been delegated to the Secretaries of the respective Ministries, and the Secretaries have, in turn, delegated their certain powers to the public officers. The

Public Service Commission in Sri Lanka holds, in fact, limited powers because the cabinet can retain certain powers relating to appointments and other matters and can also delegate similar powers to individual Ministers. As such, the Public Service Commission can exercise only residue powers regarding disciplinary action, or the matters referred to it by the cabinet or the individual Ministers.

The posts in the public service in Sri Lanka have two broad classification of "Staff Officers" and "non-staff officers". The supervisory hierarchy is as below :-

- (i) Staff Grade;
- (ii) Subordinate Grade &
- (iii) Minor Employee Grade.

The Staff Grade includes officers who have an initial salary of Rs. 6,720 per annum and above. The officials between Staff Grades and the Minor Employees Grades constitute the sub-ordinate grades and those belonging to the labour and the allied grades are included in the Minor Employees Grades. The promotion from one class or grade to another is based mainly on two criteria. First, the officer will be required to pass a departmental examination in the form of an efficiency Bar. Similarly professional examination will be required in the case of the technical services. Second, an officer to be promoted will have to serve a minimum number of years in a class or grade. The basic character of combined service in Sri Lanka is that an officer is transferable from one department to another. There are also cases of "closed service" where officers can not join direct from other services, rather the officers are transferable from one post to another within the same department. The Public Services in Sri Lanka are again classified into salary groups and occupational groups. As far as salary groups are concerned, there are 10 major groups with

160 sub-groups. In regard to occupational groups there are 9 major groups and 82 minor groups based on the occupational classification. Recruitment in the Public Services is done on the basis of advertisement in the government gazette. In cases, where the posts are advertised, the procedure for recruitment is as follows :-

- (i) recruitment by competitive examination, open/limited;
- (ii) recruitment by examination/interview; and
- (iii) recruitment by Interview only.

All officers appointed to pensionable posts will be on probation for a minimum period of three years and in the same way if the appointments are made to posts which are permanent but not pensionable the period of probation will be for a like period. During the period of probation the appointments of officers may be terminated. The officer may also be reverted to his substantive post. In many cases, there is provision for induction training for the probationers. ¹³

Thailand

In the early days, bureaucracy in Thailand was designed to serve the King. The present Civil Service System in Thailand had its origin in the bureaucracy of the absolute monarchy. After the Second World War, widespread poverty, the unpredictable political situation, ineffective utilization of national resources and the lack of trained manpower were some of the main features prevailing in Thailand. In order to combat this situation the Thai Government had to take the initiative to reform and modernize the civil service system with a view to developing its manpower working towards new goals of social and economic development.

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Unantenne, V.C.B., The Public Personnel System in Sri Lanka
(Asain Civil Services), pp. 485-87, 489, 493-97.

The Civil Service Act of 1975 initiated major reforms in the civilian administration of Thailand. The replacement of the long-standing system of the rank-in-man concept by a modern position classification system was a major reform by this Act. The Act also separated the political officials from the coverage of the civil service Act and in the same way the civil officials were banned from becoming political officials at the same time. The Ministers were authorised by the Act to either reward or punish only the under Secretary of State who is the top permanent official in each Ministry. After the revolution of 26 October 1977 some of the reforms were, however, reversed.

The Public Personnel System in Thailand consists of ten central personnel agencies including the Civil Service Commission. These agencies are as below :

- (1) Civil Service Commission;
- (2) Judicial Service Commission;
- (3) Teacher's Council;
- (4) Universities Officials Commission;
- (5) Public Prosecutor Service Commission;
- (6) Provincial Administration Commission;
- (7) Municipality Officials Commission;
- (8) Bangkok Metropolitan Officials Commission;
- (9) Legislative Body Officials Commission
- (10) Police Officials Commission;

The Thai classification plan of the civil service employees were adopted mostly from the American practices. No strong hierarchical division of class as in Britain does exist. The civil servants in Thailand can move both horizontally and vertically provided they fulfil the conditions of the class specification.

The recruitment of persons to the civil service in Thailand is the primary responsibility of the Civil Service Commission. The Civil Service Commission performs the responsibility of conducting

competitive examinations for selection of the vocational school and the university graduates into the entry levels for positions in the various services. The employment system in Thailand has fundamentally the following characteristics : (a) a centralization of the examinations for most positions and (b) a combination of selective and competitive examinations. The Civil Service Commission may also delegate the responsibility of recruitment to any agency to act on its behalf.

The new recruits to the civil service remain on probation for 6 months. The incumbent may be discharged from the service if he is considered unfit for the post on grounds of misconduct, lack of knowledge or inability to perform duties satisfactorily. Promotion of the civil servants involves a complicated process. The officers to be promoted are required to fulfil the requirements of minimum qualification. The factors like knowledge, ability, conduct, service records, the salary steps etc. are given proper weightage while considering officers for promotion. Sometimes, the candidates are required to pass promotion examination. But promotion to high ranking positions is determined by means of selection without any written examination.

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Philippine :

The present civil service system in Philippine is a dynamic and development oriented body. It includes all personnel in the government agencies and also those in the government owned and controlled corporations. The civil service both at the national and the local level are unified into one general civil service. In Philippine the

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Boonprakob, Udol, The Civil Service System in Thailand
(Asian Civil Service), pp. 539,542-43,550-54.

activities of a civil servant are not confined within the walls of his office. These are extended to cover extra-official public participation involving innovativeness and increased productivity. On June 23, 1977 the President ordered that "all officials and employees in the government service, whether occupying positions in the career or in the non-career service including contractual or emergency personnel, and those employed in government-owned or controlled corporations and in all local governments, provincial, city, municipal and other political subdivisions, shall render service in the rural areas, for a period of at least 15 days within a given calendar year on official time".¹⁵

The Civil Service in Philippine is regarded as the "bedrock" of the government and performs the activities keeping pace with the social, political and economic changes. A civil servant is looked upon as a representative of the government and in the modern society of Philippine he commands respect and self-dignity.

The responsibility for setting standards and guidelines for the operation of the civil service lies primarily with the Civil Service Commission. The Commission is mainly divided into two sectors - (i) The career development sector and (ii) The quasi judicial sector. The office of recruitment and examination under the Career Development Sector carries out the responsibility for conducting civil service examinations for all levels of position in the career service. The office of recruitment and examination also formulates policies and standards for recruitment and examination, an

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Letter of Instruction No.559, "Paglilingkod:Bagong Lipunan"(23 June, 1977):The Civil Service System in the Philippine(Asian Civil Service), p.365.

maintains a register of eligibles. In short, the Commission activities are designed to fulfill the objective of promoting and protecting the merit system in the public office.

In Philippines, the government employment is open to all qualified citizens. Efforts are made to recruit the best qualified persons to the civil service. The civil service commission sets qualification standards for various positions, and reviews and updates the same at regular intervals.

Appointments in the career service are either permanent or temporary. All permanent appointees are required to undergo a period of about six month's probation. For unsatisfactory conduct or performance a probationer may be dropped from service. Promotion on the basis of merit, rather than the traditional seniority, is practised in Philippine.¹⁶

Britain :

Until 1970 the Civil Service in Britain was divided into classes. The prospects of a civil servant depended largely on the "class" to which he was employed. The system was strongly criticised by the Fulton Committee on the Civil Service. The Committee held that the class system in the Civil Service acted as a barrier in the way of a civil servant being promoted although he might be a talented and efficient officer. It also affected the efficiency of the service. As such, the Fulton Committee recommended the replacement of the class system by a Unified Grading Structure for the entire service. The recommendation was accepted in principle by the government, but its implementation was only partial. Only at the top of the service a

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Filemon U. Fernandez Jr, The Civil Service System in the Philippine(Asian Civil Service),pp.365,367,369-70,380-81.

unified structure, known as the open structure, was established and below this level the related classes were merged.

About 75 percent of the civil servants in Britain are engaged in the general administrative work and the remaining 25 percent belong to the professional groups like Engineers, Architects, Doctors, Economists, Scientists and their supporting staff. The civil servants belonging to the professional groups are generally known as the 'specialists'. The specialist staff are organised separately from the administrators.

Recruitment to the administrative posts in Britain is done on the basis of open competition, and the responsibility for conducting the same lies with a body of independent Civil Service Commissioners. The competition is based generally on interviews and a variety of tests, both written and oral. The purpose of the tests is to assess the general ability and the aptitude of the candidates for particular types of work. Of course, these tests depend on certain level of academic attainment. In the same way, recruitment of the specialists in the civil service is done by the Civil Service Commission on the basis of open competition although they are required to possess the qualifications needed to perform the job of the specific post.

The specialist civil servants, in the performance of their jobs, have generally remained outside the main stream of administration. The responsibility for advising the Ministers on policy matters lies with the generalists. The specialists are generally employed in separate hierarchies outside the line of management in the department. The generalists normally rise to the position of the highest official in the department, but the specialists do not. It is said that the specialists are "on tap but not on top" having little prospects of

being promoted to the senior positions in the service. This pattern of differentiation between the generalists and the specialists has come under heavy criticism and pressure in recent years. But inspite of all these pressure and criticisms the predominance of the generalists has continued to exist. In this respect, two factors seem to be important. First, the specialists in Britain are considered unsuitable for administrative work because administration is looked upon as a process of effecting a balance between the interests of the various conflicting pressure groups both within and outside the department. The generalists, by virtue of their training and experience, develop the capacity to remain detached from any particular field and find a balance between the conflicting interests, and in the process they can assist the political Head of the Department because the Ministers are hardly specialists in the departments to which they are appointed. Moreover, the Ministers can understand the technical things only when these are explained to them in general terms and the generalists can do this in a better way. In addition, the generalists are more able to effect over-all co-ordination among the priorities set by the government. But for the specialists it becomes generally difficult to take such a broad view on the issues of the government. On the other hand, those who advocate that the specialists should be allowed increasing role in administration argue that the traditional view of administration does not hold good because of the complexity of the modern government, and the aims of modern purposive and committed management can be achieved only by allowing the specialists to assume greater responsibility in administration.

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Ridley, F.F., Government and Administration in Western Europe, pp. 38,40,46-48.

CHAPTER-3

ANALYSIS OF THE FINDINGS

A questionnaire was framed keeping in view the objectives of the study. The questionnaire was supplied to one hundred eighty Class I officers (both cadre and non-cadre). Replies were received from one hundred respondents. Of the respondents seventy two belong to cadre services and the rest twenty eight belong to non-cadre services. The respondents were of the pay scales ranging from TK.1650/=to TK.6,000/=.A detailed picture in respect of the respondents may be seen in the table below.

Table-1
Distribution of the Respondents by pay-Scales

Pay Scale	Number
1650-3020	17
2800-4425	33
3700-4825	16
4200-5250	8
4750-5500	
5700 (Fixed)	11
6000 (Fixed)	6
others (Did not mention the pay- Scales)	9
	100

2. Distribution of the respondents by Cadre and length of service:

Distribution of the respondents shows that the largest of them were from BCS (ADMN)- 1/ and the BCS- Health(17).The number of respondents from the non-cadre services was 28.The length of service of the respondents was found to vary from five years to twenty six and

above. The detailed position is indicated below:-

Table-2.

Distribution of the Respondents by Cadre and length of service.

Service status	Length of Service (years)					Total
	5-10	11-15	16-20	21-25	26&above	
BCS (Admn)	5	6	3	2	1	17
BCS (Postal)	-	-	1	-	-	1
BCS (Health)	2	3	8	4	-	17
BCS (Fisheries)	-	1	1	-	-	2
BCS (Ansar)	-	-	1	-	-	1
BCS (Education)	-	2	3	1	-	6
Non Cadre	8	2	5	6	7	28
BCS (Public Health)	1	1	-	1	-	3
BCS (Commerce)	1	1	2	-	-	4
BCS (Tax)	-	-	1	2	-	3
BCS (Railway)	-	-	-	1	-	1
BCS (Economic)	1	-	-	-	-	1
Others	-	-	1	5	10	16
	18	16	26	22	18	100

3. Idea about the service system:

The respondents were asked to indicate their idea about the service system termed as "unified career service" introduced in 1980. 10% of the respondents said that their idea about service system was not very much clear. 38% of them stated their idea to be clear. The percentage of those whose idea was not so clear was 40%. 12% of the respondents did not have any idea about the new service system.

Table-3.
Idea about the new service system

idea	Percentage
Very much clear	10%
Clear	38%
Not so clear	40%
Not at all clear	12%

4. The causes for having no idea about the new service system.

The respondents who did not have any idea about the present unified career service system were asked to state the reasons for their ignorance. 86% of them said that the cause of their having no idea about the present service system was the non-availability of the concerned documents. "Lack of interest" was stated to be the reason for ignorance about the service system by 11% of the respondents. The Table below shows the position :-

Table-4
Causes for ignorance about the service system.

Causes	Percentage
Non availability of the concerned documents	86%
Lack of interest	11%
Other reasons	3%

5. Idea about the differences between the cadre and the non-cadre services in respect of status and facilities:

The respondents were asked if they knew about the differences between the cadre and the non-cadre services in respect of status and facilities. 89% of the respondents stated that they had idea about the differences between the cadre and the non-cadre services. 11% of the

respondents, however, said that they had no idea about the differences.

Table-5

Idea about the differences between the cadre and the Non-Cadre Services.

Idea about the differences	percentage

Have idea	89%

Have no idea	11%

6. Idea about the recruitment procedure for the non-cadre posts:

When asked about the idea about the recruitment procedure for the non-cadre posts, 75% of the respondents replied that they knew about the recruitment procedure for the non-cadre posts. 25% of the respondents said that they had no idea about the recruitment procedure for the non-cadre posts.

Table- 6

Idea about the recruitment Procedure for the non-Cadre Posts.

Opinion	Percentage

Have idea	75%

Have no idea	25%

The respondents who stated that they had idea about the recruitment procedure for non-cadre posts were asked to intimate what sort of idea they had. The main ideas stated by the respondents were briefly as follows :-

- (1) Recruitment is not made through Public Service Commission, rather the procedure is laid down in the recruitment rules of the respective Departments.
- (2) In case of gazetted post the selection is made normally by Public Service Commission, but in case of non-gazetted posts the selection is made by the Selection Committee.

- (3) The Departmental Head tests the candidates and makes the recruitment. If written test is necessary, he arranges it and places the result before the DPC/ Selection Committee.
- (4) The recruitment is made by the departments concerned through prescribed means.
- (5) In Class-I non cadre posts recruitment is made by the PSC, but no competitive examination is required as in the case of cadre posts.
- (6) Non-cadre posts are filled up by PSC. They are filled up in headquarter, district and upazilla level by a board of authority formed by the government.
- (7) Class-III employees are recruited by a Divisional Selection Board.
- (8) Non-cadre posts belonging to revenue budget are recruited through PSC, but development posts are filled up through Ministerial Selection Committee.
- (9) Advertisement is made through News Papers for filling up the vacant posts in the non-cadre services. Interview for selection of candidates is made by the Selection Committee appointed by the concerned authority.
- (10) The procedure for appointment of officers in non-cadre posts is not uniform. It varies from agency to agency. It also depends on the head of the agency.

7. Idea about the recruitment procedure of gazetted, non-gazetted, Class II, III & IV :

The respondents were asked whether they had any idea about the recruitment procedure of the gazetted, non-gazetted, Class-I, Class-II, Class III, and Class IV employees. 89% of the respondents stated that they had idea about the recruitment procedure of the gazetted, non-gazetted, Class-I, Class II, Class-III, and Class -IV employees. 11% of the respondents replied that they had no idea about the procedure of recruitment to these posts.

Table-7

Idea about the recruitment procedure of the gazetted, non-gazetted, Class I, Class II, Class III and Class IV posts

Idea about the procedure	Percentage
Have idea about the procedure	89%
have no idea	11%

8. Amendment in the present policy of recruitment to the non-cadre posts :

The respondents were asked to intimate their opinion as to whether there should be any amendment in the present policy of recruitment to the non-cadre posts. In reply 49% of the respondents advocated amendment in the present policy of recruitment to the non-cadre posts. But 51% of the respondents felt that there is no need for amendment in the present policy of recruitment.

Table-8

Recommendation for amendment in the recruitment policy for the non-cadre posts:

Need for amendment	Percentage
Yes	49%
No	51%

9. Recommendation for amendment in the recruitment policy for the non-cadre posts :

The respondents who said that there is need for amendment in the recruitment policy for the non-cadre posts were asked to give their specific recommendations for the amendment. The suggested recommendations are briefly as follows :-

(1) The non-cadre posts, particularly the development posts, should be filled up by the PSC through special recruitment examination. So that on completion of the Project the development posts can be converted into cadre posts.

- (2) The respective Ministry / Division should have the power to recruit their own people.
- (3) Amendment for the sake of amendment is not desirable. The recruitment policy is a socio-political issue connected more with the educational system and standard. It should synchronize with the development of educational system. Weightage should be given on education cum fitness, keeping other factors in mind, e.g. quota system, merit, representation of denominational groups, age etc.
- (4) The present system is time consuming. The procedure for recruitment should be made simpler involving less time.
- (5) Recruitment should be done through written and viva voce test.
- (6) There are various types of quota reserved for various categories of people. This creates impediments in the way of selection of meritorious candidates. For the purpose of recruitment the system of quota needs review.
- (7) Maximum age for entry into service should be raised to 30 years.
- (8) Quota for recruitment on merit should be raised.
- (9) All appointments in government, corporations and autonomous bodies, should be made through PSC for which multiple number of PSCs may be constituted.
- (10) There should be a unified policy of recruitment for every department. The basis for recruitment should be merit for which competitive examinations will be held.
- (11) Recruitment system for Class III & IV employees should be decentralized. There should be District Selection Boards for the purpose.
- (12) Recruitment to Class II posts should be made by the Head of the Department through a Selection Committee.
- (13) By strict observance recruitment rules / by-laws should be framed to ensure recruitment of people on a fair and rational basis.
10. Provision of equal opportunity in the present recruitment policy for all government employees:

The respondents were asked to give their opinion as to whether the present recruitment policy ensures equal opportunity for all the government employees. 81% of the respondents stated that the present

recruitment policy does not ensure equal opportunity for all the government employees.19% of the respondents,however,felt that there is provision of equal opportunity in the present recruitment policy.

Table-9

Provision of equal opportunity in the present recruitment policy for all government employees.

Equal opportunity for all in the present policy of recruitment.	Percentage
Yes	19%
No	81%

11. Supremacy of one cadre upon another :

The respondents were asked whether they felt that there is supremacy of one cadre upon another. In reply 62% of the respondents said that there is supremacy of one cadre upon another. 38% of the respondents,however,felt that there is no supremacy of one cadre upon another.

Table-10

Supremacy of one cadre upon another.

Is there supremacy of one cadre upon another	Percentage
Yes	62%
No	38%

The respondents who stated that there is supremacy of one cadre upon another were asked to give reasons for their contention.The reasons stated by them were mainly as follows :-

(1) Top government posts are mostly held by the officers of only one cadre,namely,BCS (Admn).

(2) Some cadre officers get the next scale of entry pay after working in a post for a specific period.This provision is not uniform in all other similar services.

(3) The Administrative cadre still maintains the legacy of colonial administrative supremacy over other cadre services.

(4) It is seen that administrative cadre usually tries to exercise supremacy in all matters and in all levels.

(5) The supremacy of administrative cadre over other cadres is obvious and needs no collaboration.

(6) Additional Director General/ Additional Secretary have never been promoted to the post of Secretary in the Railway Division.

(7) There are many doctors who are not getting promotion for Administrative, group of people.

(8) In the Divisional Selection Boards there is no departmental representation.

(9) BCS (Admn) cadre officers are allowed time scale of pay after expiry of four years of service which is not allowed to BCS (Economic) cadre.

(10) Administrative cadre always dominates the technical cadres.

12. Opinion about the entry of women in various services :

At present the women are allowed entry in all the services. The respondents were asked if they felt that there should be any restriction for entry of women in the present system. The opinions of the respondents were of different types, rather than being uniform. The opinions can be summed up mainly as follows :-

(1) There should not be any restriction for entry of women in any service.

(2) The present system is alright and should be allowed to continue.

(3) There should not be any restriction for entry of women in the present system. But there should not be quota reserved for women. The entry should be strictly according to merit.

(4) The entry of women should be rational, but not differential.

(5) Women should be encouraged in services like teaching and research.

(6) The entry of women should be encouraged in the Ministry of Women Affairs, Department of Social Welfare, Women Directorate etc, but not in general administration and police.

(7) Women should have a quota everywhere.

(8) Women are as suitable as men for all the services. They have displayed it clearly in Turkey,USSR and many other countries.

13. Preference of services where women are Considered more suitable :

The respondents were asked to give their preference of services for which they consider the women to be more suitable. The preference shows that education was considered most suitable for women. Health was considered to be the second most suitable service for women. The third was the secretariat service, followed by judicial, research, audit and accounts, Banks, Wasa, Telephone, Gas etc. Detailed picture is indicated in the Table-11.

Table-11
PREFERENCE OF SERVICES FOR WOMEN

Name of service	suitability	Percentage
Education	19	17.27%
Health	14	12.72%
Secretariat	11	10.00%
Judicial	9	8.18%
Audit and Account	7	6.36%
Administration	6	5.45%
Research	8	7.27%
Hospital, Tourism, Hotel etc.	3	2.72%
Service Sectors (Banks, wasa, Telephon, Gas etc.)	6	5.45%
BCS (Postal)	2	1.81%
Library Management	1	0.90%
Social Work/Welfare	1	0.90%
Taxation	2	1.81%
Foreign Service	4	3.63%
Family Planning	2	1.81%
Personal Assistant	2	1.81%
Receptionist	3	2.72%
Customs Service	2	1.81%
Economic Cadre	2	1.81%
Textile	1	0.90%
Computer	5	4.54%

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14. Inter-service rivalry and jealousy in the present services:

The opinions of the respondents were sought as to whether they

thought that there is tendency to breed inter service rivalry and jealousy in the present service structure. In answer to the question 67% of the respondents said that in the present service structure there is inter-service rivalry and jealousy. The remaining 33% of the respondents held that there is no inter-service rivalry and jealousy in the present services.

Table-12

Inter-service rivalry and jealousy in the present service structure

Existence of inter service rivalry and jealousy	Percentage
Yes	67%
No	33%

15. Example of inter-service jealousy and rivalry :

The respondents who said that there are inter-service rivalry and jealousy in the present services were asked to cite examples in support of their contention. The examples cited by the respondents are mainly as follows :-

- (1) BCS (Admn) service officers have the possibility of going to the highest government post, whereas the other cadre services do not have this opportunity.
- (2) The officers of the different cadre services placed in the same scale of pay have not the same status and are not also placed in the same position in the warrant of precedence.
- (3) Promotion prospects in the different services are not uniform.
- (4) Because of the supremacy exercised by the Administrative Service over other services, inter-service jealousy and rivalry develop.
- (5) In the districts, the Deputy Commissioners supervise the activities of the officers of the same level in the other Cadres.
- (6) Discrimination in recruitment / Promotion to the post of Joint Secretary, Additional Secretary and Secretary breeds inter-service jealousy and rivalry.

(7) The Assistant Commissioners consider themselves superior to other officers of the same level in the Upazilla.

(8) 50% of senior appointments should have been left to open competition for the officers of the different services. But this has not been done.

(9) The doctors earn money through their profession. But the generalists do not like it. There are many examples that the doctors are harassed by UNO.

16. Measures to reduce inter-service rivalry and the negative feeling among the officers.

The respondents were asked to indicate the measures about how to remove or reduce the inter-service rivalry. The measures suggested were mainly as follows :-

(1) All services should have the same status and facility depending on the pay scales of the members of the various services.

(2) The officers of one cadre should not be allowed to hold any post belonging to other cadre services.

(3) The senior services pool should be re-introduced and promotion / entry in the pool should be made according to the length of service and the performance determined on the basis of the A C R's and interviews. This would minimise subjective bias and political manipulation.

(4) A consistent and rational career planning should be introduced.

(5) Exploitation of one service by the others should be avoided.

(6) Combined training programme for the officers of the various services should be introduced at regular intervals. The main focus will be to orient them on the administrative ethics and the overall goal of the government to achieve betterment of the people and the nation at large.

(7) Cadre and non-cadre services should be abolished. The pay scale of an officer should be the sole factor to determine the status of an officer.

(8) If equal pay and facilities are ensured for all the services there should not be any reason for inter-service rivalry and jealousy.

(9) All common posts which can be manned by any government officer with certain length of service and seniority should be identified in various Ministries / Autonomas Bodies.

(10) Professional Public servants should man / head the professional departments.

(11) Promotion / Seletion in the higher posts in the various cadres should be made on the basis of quota reserved for each cadre service.

(12) In each Ministry the highest posts should be filled up by officers from the respective cadres.

(13) Career prospects in the different services should be made uniform.

(14) For each cadre,separate career plan should be developed so that there is scope for each individual officer to reach the highest position.

(15) Not more than 25% of the posts of secretaries to the government should be held by the members of one particular cadre.

17. Anomalies / irregularities in the present services :

The respondents were asked to give their views as to whether they thought that there are anomalies / irregularities in the present services. 70% of the respondents held the view that there are anomalies / irregularities in the present services.30% of the respondents,however,said that there are no anomalies / irregularities in the present services.

Table-13

Anomalies / irregularities in the present services

Annomalies / irregularities in the present services.	Percentage

Yes	70%

No	30%

The respondents who held that there are anomalies / irregularities in the present services were asked to cite specific cases of anomalies / irregularities in the present services. The anomalies / irregularities enumerated by the respondents may be summed up as follows :-

(1) In some departments the organisational set-up is compartmentalized with positions from top to bottom, but in some other departments like livestock services, although greater scopes for development exist, the organisational set up remains the same as it was 10 years back.

(2) In many services the issues like (a) Fixation of seniority, (b) criteria for posting, (c) placement on completion of training are not settled.

(3) There are instances where the juniors superseded the seniors without valid reasons.

(4) In many services the prospects of promotion are very low because number of posts in higher position is limited.

(5) Training facilities are sometimes going to the juniors causing dissatisfaction of the seniors.

(6) The issue of seniority between the officers of the various cadre services has not still been settled. This is changed according to the convenience of some officers at intervals.

(7) There are hundreds of officers who, instead of being absorbed on a regular basis, have been working on current charge for years together without filling the posts.

(8) Absence of uniform service structure for identical organizations makes horizontal / vertical movement of officers between similar organization rather difficult.

(9) Contemporary officers in one cadre are found to have promotion earlier than those in other cadre services.

(10) Promotions are not always fair.

(11) Amalgamation of IMS, Food, Land and contentment services to BCS (Admn) cadre has created discontent among some officers.

(12) People are sometimes picked up at random for important positions with no perceptible reasons. This speaks of a system of patronage in a limited sense.

(13) Promotion procedure is not duly observed in all cases.

(14) Proper men are not posted in proper sectors and positions.

(15) Engineers, Doctors, agriculturists and other specialists are not given policy making authority and the highest posts in the concerned Ministry.

18 Frustration among the officers / officials regarding current career prospects in their services :

It appears that many officers / officials are not happy with their current career prospects in their services. The respondents were asked to give their recommendations as to how this frustration could be reduced. The recommendations given by the respondents are briefly as follows :-

(1) The status of an officer should be defined as per pay scale.

(2) The position of the officers should be defined in the warrant of precedence on a rational basis.

(3) There should be a well-defined career progression plan for all the services.

(4) The senior services pool should be re-introduced. The promotion should be given on the basis of the length of service and quality of performance determined on the basis of ACR's and interviews. allowed horizontal adjustment at all levels based on merit and attitude should be allowed.

(5) Professional prospects should be considered in the light of the following :-

(1) Merit

(11) Academic achievement and commitment to work.

(111) Publication.

(6) In many cases merit is not the basis of promotion now-a-days. Subjective notion guides promotion. Personal relationship also matters. This should be avoided. Promotion should be considered solely on objective and neutral assesment of merit.

(7) Correct gradation list of officers should be maintained in all services.

(8) Political interference in matters of appointment and promotion should be minimised.

(9) The public servants can not buy a flat or a plot of land with his meagre salary income unless he becomes corrupt. A scheme should be prepared so that an officer can own a small urban flat or a plot of land buy mortgaging his provident fund and pension gratuity.

(10) Selection Grade posts should be created where higher positions are limited.

(11) Higher Time Scales should be given to the officers after completion of a specific number of years of service if promotion posts and the selection grade posts are limited.

(12) An officer feels frustrated when he finds that his contemporary officers in other services have reached Positions higher than his own. In order to reduce this frustration equal prospects of promotion, pay status, facilities and powers should be ensured for all the services.

(13) Every three years there should be avenues for an automatic scale and status of higher post. This should be practised even if there are no vacancies.

(14) A person with capability and right attitude should have the scope to reach the highest position of a service. Weightage given to seniority should be less and emphasis should be given on attitude, performance and ability.

(15) For promotion to the post of grade five and above there should be written and viva voce examination to be conducted by the PSC.

(16) All cadres do not/can not have the same prospects. But within this limitation efforts should be made to provide equitable opportunities for all cadre services.

19. Continuation of the present recruitment policy :

The views of the respondents were sought as to whether the present recruitment policy should be continued, or revised or rejected. 64% of the respondents said that the present recruitment policy should be revised. 31% of the respondents held that the present recruitment policy should be continued. 5% of the respondents, however, contended that the present recruitment policy should be rejected altogether and a new one be devised.

Table-14
Continuation of the present recruitment policy

Opinion	Percentage
Should be continued	31%
Should be revised	64%
Should be rejected and a new one be devised.	5%

20. Aspects of revision in the present recruitment policy :

The respondents who recommended revision in the present recruitment policy were asked to identify some of the aspects of the revision. The replies in brief are as follows :-

- (1) No cadre post should be taken out of the purview of the PSC.
- (2) The qualifications should be related to the specific requirements of the post.
- (3) Recruitment policy for technical services should be based more on technical subjects rather than on general subjects.
- (4) Promotion should be based more on merit than on seniority and quota.
- (5) There should be provision for intensive training for improvement of skill and efficiency.
- (6) The service status should be determined only on the basis of pay scale.
- (7) Examination system for specialized cadres like Education, Engineering, Health, Agriculture etc. should be different from other cadres.
- (8) Time scale should be made available to all officers irrespective of cadre or non-cadre posts.
- (9) The quota system should be abolished.
- (10) The present limit of 27 years of age should be raised to minimum 30 years for entry into both government and semi-government posts.
- (11) Every cadre must get equal representation at national policy level. Posting as joint Secretary and above should be made on merit basis, and all cadre personnel should get the opportunity to serve at the national level after a certain stage.
- (12) There should be no scope for domination of one cadre by another.
- (13) BCS (Education) and BCS (Health) should be recruited purely on the basis of university examination results. For them there should be no competitive examination presently conducted by the PSC.
- (14) There should be provision for transfer of officers between different cadres, from cadre to non-cadre services and vice versa. This may specifically be applicable in respect of officers of the Joint Secretary and the equivalent.

21. Methodology to replace the present policy of recruitment:

The respondents who advocated the rejection of the present recruitment policy were asked to suggest methods to replace the present system. In reply it was suggested that specialised officers like Engineers, Doctors, Technologists, Agriculturists should have special method of recruitment for appointment in their respective cadres. In addition, it was recommended that the recruitment of all the public servants including those in the Corporations / Autonomas Bodies should be made through PSC to ensure equal opportunity for all and to stop the undesirable supremacy of the cadred officers.

22. Posibility of a system althernative to the present cadre services :

The respondents were asked to say whether they thought of any system alternative to the present cadre service. In reply 76% of the respondents said that they did not feel that there is any need for any system alternative to the present cadre services. 24% of the respondents, however, felt that there is need for replacement of the present cadre service by a new one.

Table-15

Posibility of a system alternative to the present cadre services.

Need for replacement of the present cadre service.	Perenrage
Yes	24%
No	76%

The respondents who thought that there should be a system alternative to the present cadre services were asked to indicate the alternative system. In reply they suggessted elimination of the term "Cadre". Instead, they recommended equal opportunity and open

competition for all the services during entry and promotion. In their opinion the services now termed as "cadre -services" carry no meaning. It is also not needed. A smaller number of officers constituting cadre-services keeping thousands of officers outside the purview of the cadre-services is also not justifiable from ethical point of view. The replacement of the cadre services by an alternative system will reduce frustration and jealousy now prevailing among the officers outside the cadre services.

23. Necessity of cadre services in Bangladesh :

The respondents were asked to indicate if there is any need for the cadre services in Bangladesh. 80% of the respondents said that there is need for cadre services in Bangladesh. The 20% of the respondents stated there is no necessity for cadre services in Bangladesh.

Table-16

The necessity of cadre services in Bangladesh.

Need for cadre services	Percentage
Yes	80%
No	20%

The respondents who advocated the need for cadre services were asked to give reasons for their contention. The reasons stated by the respondents were mainly as follows :-

(1) In order to attract the brilliant and the meritorious boys and girls in government service it is necessary to retain the cadre services.

(2) The persons belonging to cadre services develop skills to perform special functions for which specialized training / expertise is necessary. This function can not be well-performed by persons outside the cadre.

(3) The functions and duties are not the same in all the Ministries / Departments. For smooth functioning of the government, the cadre service is necessary to ensure appropriate training and skill.

(4) In absence of cadre services recruitment of officers might be political.

(5) The cadre services have developed a long tradition and evolved a well-tried system through a process of trial and error method.

(6) Cadre services help ensure career prospects for the officers.

24. Encadrement of officials of the Autonomous Bodies and the Semi-government organization :

The respondents were asked to give their views as to whether the officials of the Autonomas Bodies / Semi-government Organization should be encadred. 44% of the respondents replied in the affirmative. The remaining 56% of the respondents did not support the encadrement of the officials of the Autonomas Bodies/ Semi-government organizations.

Table-17

Encadrement of officials of the Autonomus Bodies / Semi government Organizations.

Views about encadrement of officials of Autonomous Bodies/Semi Govern- ment organizations.		percentage
In favour of encadrement		44%
Against encadrement		56%

25. View about system of quota in service :

At present there is a system of quota for women, freedom fighters, districts, tribal areas etc. The respondents were asked to indicate whether the system of quota affects the quality of public service. 77% of the respondents said that the present system of quota affects the quality of public services. The remaining 23% of the respondents held that the system of quota does not affect the quality

of public service.

Table-18

Views about the system of quota in services.

Opinion about quota system	Percentage
Affects Quality of service	77%
Does not affect the quality of service	23%

26. How does the system of quota affect quality of public service :

The respondents who thought that the present system of quota affects the quality of public service were asked to give reasons for their answer. The reasons furnished by the respondents can be summarised as follows :-

(1) Better qualified persons are deprived of their due and the less qualified get preference due to quota restriction. This may be practised only in exceptional cases, and not as a matter of routine.

(2) Because of quota system merit is ignored. As such, service rendered by the less meritorious persons degrades the quality of service. The quota system brings discouragement for the meritorious students. The quota system for the freedom fighters leads to confusion to-day. There should be no quota in the recruitment of officers, rather this may be observed only in respect of Class III and IV employees.

(3) It forces government to accept inferior type of people in public service. It gives importance and priority to a particular section of people instead of merit.

(4) Quota system is against fundamental rights. It does not allow entry of the fittest in the services. As such, it is against natural justice.

27. Age limit for entry in government service :

Now-a-days, in many cases it takes more than 27 years of age to complete university education. The opinions of the respondents were sought as to whether the present age limit of 27 years for entry in government service is alright. The replies of the respondents were

mixed. Most of the respondents, however, said that the present age limit for entry into government service is not right. The arguments put forward by them were briefly as follows :-

(1) In the context of the present session back-log of the universities the entry age for government service should be raised to minimum 30 years.

(2) Age limit may be enhanced upto 30 years because it takes abnormal time to complete university education.

(3) After completion of his education a student finds himself more than 27 years of age. As such, he can not apply for a government job.

(4) In most cases the students are not responsible for the delay in their academic courses.

(5) Academic atmosphere is controlled in many cases by political organizations for which the situation of session back-log goes beyond control.

(6) Many bright boys are barred for entry in examination for no fault of their own.

(7) The present age limit is certainly not alright because of sessions jam and other reasons prevailing in the universities. One can hardly get out of the university with a degree before he is aged 26/27 years. The age limit should be made 32 till the situation improves. Moreover, the retirement age in government service should be the same as that of the teachers in the universities i.e. 60 years extendable upto 65 years. Since the longevity and the life expectancy of the people have increased considerably.

(8) The present age limit should be raised to 30 to reflect the reality of higher education in Bangladesh.

The respondents who said that the present age limit of 27 years for entry in government service is alright put forward the arguments which are mainly as follows :-

(1) Students feel pressurised to complete their university education. The teachers and the government get compelled to take measures for avoiding sessions jam.

(2) If the age limit is raised, the delaying tendency of the university education will go beyond limit.

(3) The disturbing elements should be removed from the universities instead of raising the limit for entry into

government service.

(4) Age limit should remain as it is, instead the regularization of the sessions of the universities must be ensured at any cost.

(5) If the age limit is raised, the present condition of the universities / educational institutions would further deteriorate.

(6) Age should not be relaxed, so that the government / university Authorities, and the students are made compelled to complete their education within the normal period.

28. Delegation of the recruitment authority of Class II and Class III government employees to the Division/District civil authority.

The respondents were asked to give their opinion as to whether the authority for recruitment of Class II and Class III government employees should be delegated to the Division / District Civil Authority. 62% of the respondents gave their views in favour of the delegation. The remaining 38% of the respondents were not in favour of the delegation.

Table-19

Delegation of the recruitment authority of Class II and Class III government employees to the Division / District Civil Authority.

<u>Delegation of Authority for Recruitment</u>		<u>percentage</u>
Yes		62%
No		38%

29. The abolition of the Superior Selection Board and the delegation of Authority to the concerned Ministry for promotion to the superior posts :

The Superior Selection Board has recently been abolished and the responsibility for recruitment by promotion to the superior posts has been delegated to the concerned Ministries. The respondents were asked to give their views as to whether the decision has been a rational one or not. 55% of the respondents held the view that the decision has not been a rational one. 45% of the respondents viewed the decision to be

correct.

Table-20

The abolition of the Superior Selection Board and the delegation of Authority to the concerned Ministry for promotion to the superior posts.

Views about decision to abolish the Superior Selection Board : rational or not	percentage
Rational	45%
Not rational	55%

30. Why the decision to abolish the Superior Selection Board has not been a rational one :

The respondents who did not consider the decision to abolish the Superior Selection Board to be a rational one gave their reasons mainly as follows :-

- (1) A central body has the advantage of recruiting /promoting the best candidates impartially as it can choose from amongst all the candidates serving in the different organizations.
- (2) The decision to abolish the SSB is likely to inspire nepotism and favouritism.
- (3) The decision is likely to give opportunity for promoting people having influence on the Ministry, rather than promoting people on the basis of merit, experience and qualification.
- (4) While considering the cases of promotion to superior posts the concerned Ministry is liable to be biased whereas such happening might be rare in Superior Selection Board.
- (5) Selection of superior officers should be done by a committee / Board not directly involved in the day to day operation/ activities of the office / the officers.
- (6) While considering the cases for promotion to superior posts, the Superior Selection Board can scrutinize the cases more thoroughly and without any bias.

The respondents who said that the decision to abolish the Superior Selection Board has been a rational one gave reasons in support of their contention mainly as follows :-

(1) The Ministry concerned knows better about the officers of the Ministry and the attached departments and as such it will be in a better position to select right persons.

(2) It reduces un-necessary delay in promotion.

(3) It is consistent with the government policy of decentralization of Administrative power.

(4) Processing of cases of promotion by the Superior Selection Board is very much timeconsuming which may be avoided if the promotion cases are dealt with by the concerned Ministry.

31. System of adhoc appointment :

The respondents were asked to comment on whether the system of adhoc appointment specially for the development projects should be continued or not. 61% of the respondents gave their views in favour of the retention of the system of adhoc appointment, but 39% of them were against the retention of the system of adhoc appointments.

Table-21
System of adhoc appointment

Adhoc appointment should be retained or not	percentage
Yes	61%
No	39%

32. Reasons for retention of adhoc appointments :

The reasons given the respondents who were infavour of the retention of adhoc appointment were mainly as follows :-

(1) The provision for adhoc appointment will speed up development work.

(2) The exigencies of circumstances sometimes demand such appointment to be regularised in due course.

(3) It gives enough scope for selecting man without following the lengthy process of appointment this can also be changed quickly if the appointee is found not fit for the job.

(4) Adhoc appointment is necessary for timely implementation of the development projects.

(5) There is no alternative to adhoc appointment when completion of a project needs to be done quickly. Even in adhoc appointment it is possible to maintain quality if recruitment is made on the basis of merit after wide publicity.

(6) The provision for adhoc appointment should continue, but these appointments should be made on contract basis for specific time during the duration of the project.

(7) The provision for adhoc appointment helps recruitment of people keeping aside the "red tapism", a lengthy process.

The respondents who did not support the retention of the system of adhoc appointment argued mainly as follows :-

(1) Adhoc appointment does not create the sense of belongingness and hence the sense of responsibility among the adhoc recruits.

(2) Adhoc appointment should be avoided because it gives the scope for nepotism, favouritism etc.

(3) The adhoc recruitment creates subsequent complications particularly after the completion of the project when the personnel so recruited become surplus. It becomes difficult to absorb them elsewhere.

(4) The system of adhoc appointment affects in many cases the recruitment of people on the basis of merit. As such, inefficient and bad elements get entry into project which disturbs implementation of the project.

CHAPTER 4

CONCLUSION AND RECOMMENDATION

The need for a sound recruitment policy to ensure the quality of personnel and raise the standard of the public services can hardly be over-emphasized. The best sons of the soil can be offered for the Public services only if a sound recruitment policy exists. Keeping this idea in view, the present study was undertaken to ascertain the views of the respondents about the recruitment policy of the government of Bangladesh. The respondents held important positions like Assistant Secretaries, Deputy Secretaries, Additional Secretaries, Secretaries to the government and the equivalent positions in the government Departments, Sector Corporations and the Autonomous Bodies. The views of the respondents show that there is enough scope to effect amendments in the recruitment policy of the Government of Bangladesh. Based on the findings of the study the following recommendations/observations are made :-

(1) At present there are various types of quota reserved for various categories of people. This creates impediments in the way of selection of candidates on the basis of merit, because the better qualified persons are deprived of their due opportunities and the less qualified get preference. This degrades the quality of service and brings discouragement for the meritorious students. The system of quota according to many, goes against the spirit of the fundamental rights because it restricts the entry of the fittest in the public service. As such, it also goes against the principle of natural justice. In view of the position, the present system of quota needs to be reviewed. The reservation of quota for the freedom fighters, after 19 years of liberation, appears to be meaningless. The quota for the

women should also be restricted. There may not be any quota in the recruitment of officers, rather this may be observed only in respect of Class III and Class IV employees. In fact, the system of quota should be practised only in a very exceptional cases.

(2) The government employees of Bangladesh are classified into gazetted and non-gazetted, and Class I, Class II, Class III & Class IV. This classification was made by the British for the Indian Civil Service. Retention of this classification still to-day symbolizes the continuation of the mentality and legacy of the colonial period and does not appear to be consistent with the values and the aspirations of the people of a democratically oriented society. In all fairness, this classification should be abolished and the same be replaced by various grades on the basis of pay. This will fulfil the long cherished claim of the employees to establish a 'classless bureaucracy'.

(3) To remove inter-service jealousy and rivalry equal pay and facilities should be ensured for the officers of the same level in the different services. An officer feels frustrated when he finds that his contemporary officers in other services have reached positions higher than his own. In order to reduce this frustration equal prospects of promotion, pay, status, facilities and powers for the officers of the same level in various services should be ensured.

(4) The senior services pool may be re-introduced. The promotion/entry in the pool should be made according to the length of service and the performance of the officer determined on the basis of the ACR's and the interviews. This will minimise the subjective bias and the political manipulation in the promotion/selection of officers in the higher positions.

(5) The recruitment policy is a socio-political issue connected more with the educational system and standard. It should synchoronize with the development of educational system for which the recruiting agencies should establish a linkage with the Universities and the other higher-educational institutions.

(6) Combined Training Programme for the officers of the various services should be held at regular intervals. The main focus of such programmes will be to orient them on the administrative ethics developmental issues and the over-all goals of the Government to achieve the betterment of the people and the nation at large.

(7) All the common posts which can be manned by any government officer with certain length of service and seniority should be identified in different Ministries/Autonomous Bodies. The officers of the various cadres should be allowed opportunity to hold these posts by horizontal mobility.

(8) All appointments in government, autonomous bodies and corporations should be made through the PSC for which multiple number of PSC's may be set up. This will ensure procurement of quality personnel in all organizations.

(9) For each cadre, career progression plan should be developed so that there is a scope for each individual officer to reach the highest position in his cadre subject to his capability and performance.

(10) In many cases merit is not the basis of promotion. Subjective notion rather guides it. Personal relationship also matters. This should be avoided. Promotion should be considered solely on objective and neutral assessment of merit.

(11) Political interference in matters of appointments and promotion should be minimised.

(12) At present career opportunity is not equal for all the public servants because of differential recruitment system. Employees of Corporation/Autonomous Bodies are recruited through their recruitment/service rules and for that matter cadred government servants are posted in Corporations/Autonomous Bodies in higher positions without experience and adequate knowledge. To avoid such anomaly recruitment policy in all cases of public servants should be uniform and the PSC should be given the responsibility to recruit all public servants in the government and the Corporation/Autonomous Bodies.

(13) There should not be scope for supremacy of one cadre over the other. There should be provision for transfer of officers between the different cadres, from cadre to non-cadre services and vice-versa. This may specifically be applicable in respect of officers of the rank of Joint Secretary and above.

(14) Recruitment policy for technical services should be based more on technical subjects rather than on general subjects. Examination system for the specialized cadres like education, engineering, health, agriculture etc. should be different from other cadres.

(15) The posts in the development projects which are likely to continue for a period of three years and above may be filled up by the Public Service Commission through special recruitment examination. In such cases, on completion of the projects, the posts along with the incumbents can easily be transferred/converted into revenue/cadre posts. This will ensure proper implementation of the development projects and smooth flow of personnel to regular government services.

(16) The present age limit of 27 years for entry into Govt. service appears to be quite unreasonable specially in the context of the present sessions back-log and other conditions prevailing in the universities and educational institutions. One can hardly get-out of the university with a degree before he is 27. After completion of education a student finds himself not eligible to apply for any Govt. job, because of his being age barred. For such a helpless situation a student can not be held responsible. In such a context, by all reasonable consideration the age limit for entry into Govt. service should be raised minimum to 30 years. In the same way the retirement age in Govt. Service should be extended to 60 years specially in view of the fact that in recent years the longevity and the life expectancy of the people have increased considerably.

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A STUDY OF THE RECRUITMENT POLICY OF THE GOVERNMENT OF BANGLADESHQUESTIONNAIRE

(Opinions expressed in response to the following questions do not affect anything in your career)

A. PERSONAL INFORMATION

1. Name : _____
2. Designation : _____
3. Pay scale : _____
4. length of service : _____
5. Service status :

B. KNOWLEDGE ABOUT THE RECRUITMENT POLICY

6. Your idea about the New Service system termed as Unified career service introduced in September 1980

- a.

Very much clear

- b.

Clear

- c.

Not so clear

- d.

Not at all

7. If not at all why ?

- a. Nonavailability of the concerned documents.
- b. Lack of interest.
- c. Other reasons.

8. Do you have any idea about the differences between cadre and non- cadre services in respect of status and facilities

- | |
|-----|
| Yes |
|-----|
- | |
|----|
| No |
|----|

9. Do you have any idea about the recruitment procedure for the non-cadre posts ?

/-----\ Yes \-----/	/-----\ No \-----/
-------------------------------	------------------------------

10. If yes, what sort of idea do you have ?

11. Do you know about the procedure of recruitment of the Gazetted, Non-gazetted, class II, III and IV employees ?

/-----\ Yes \-----/	/-----\ No \-----/
-------------------------------	------------------------------

12. Do you think that there should be any amendment in the present policy of recruitment to the non-cadre posts ?

/-----\ Yes \-----/	/-----\ No \-----/
-------------------------------	------------------------------

13. If yes, what are your recommendations.

14. Do you think that the present recruitment policy ensure equal opportunity in career prospects for all Government employees-cadred, non-cadred, gazetted and non-gazetted ?

/-----\ Yes \-----/	/-----\ No \-----/
-------------------------------	------------------------------

15. Do you feel any supremacy of one cadre upon another ?

/-----\ Yes \-----/	/-----\ No \-----/
-------------------------------	------------------------------

16. If yes, how do you know this ? Have you seen any body to be a victim of the system under any circumstances.

17. At present the women are allowed entry in all the services. Do you think that there should be any restriction in the present system.

18. For which services would you consider the women to be more suitable ? Would you please classify in order of preference.

1.

2.

3.

4.

19. Do you think that the present service structure has inherent tendency to breed inter-service rivalry and Jealousy ?

/-----\
| Yes |
\-----/

/-----\
| No |
\-----/

20. If yes, would you cite any example of inter-service jealousy and rivalry ?

21. The present categorization in the bureaucracy such as superior, subordinate, gazetted, non-gazetted, class I, class II, class III, class IV and so on looks to be a colonial. What alternative measures would you suggest to replace the present categorisation of services ?

22. What measures would you suggest to remove or reduce the service rivalry and the negative feeling among the officers of the various cadre and non-cadre services ?

23. Do you think that there are anomalies/irregularities in the present services to which you belong ?

/-----\
| Yes |
\-----/

/-----\
| No |
\-----/

24. If yes, what specific anomalies/irregularities have you noticed ? Mention some of them.
25. Many officers/officials are not happy with the current career prospects in their services. What would be your recommendations to reduce frustration among the officers/officials within the constraints in their current career prospects.
26. In your view the present recruitment policy ?
- should be continued
 - should be revised
 - should be rejected altogether and a new one should be devised
27. If you agree with (26)(b), specify some of the aspects of revision.
- -
 -
28. If you agree with 26(c) what methodology would you suggest to replace the present one.
29. Do you think of any system alternative to the present cadre services ?
- | | |
|-------------------------------|------------------------------|
| /-----\
 Yes
\-----/ | /-----\
 No
\-----/ |
|-------------------------------|------------------------------|
30. If yes, what alternative would you suggest.
31. Do you think that cadre service is necessary in Bangladesh. If no, give reasons for your answer.
- | | |
|-------------------------------|------------------------------|
| /-----\
 Yes
\-----/ | /-----\
 No
\-----/ |
|-------------------------------|------------------------------|

32. Do you support the encadrement of officials of autonomous body/Semi-Govt. organizations. If yes, give reasons for your answers.

/-----\
| Yes |
/-----/

/-----\
| No |
/-----/

33. At present there is a system of quota for women, freedom fighters, districts, tribal areas etc. Do you think that this quota system of quota affects quality in public service.

/-----\
| Yes |
/-----/

/-----\
| No |
/-----/

34. if yes, please specify.

35. Now a days it takes in many cases more than 27 years of age to complete University education. Do you think that the present age limit for entry in government service(27 years) is alright ? If no, give reasons of your answer.

/-----\
| Yes |
/-----/

/-----\
| No |
/-----/

36. Do you think that recruitment authority of class II and III Govt. employees should be delegated to the division/district civil authority ? Give reasons for your answer.

/-----\
| Yes |
/-----/

/-----\
| No |
/-----/

37. The Superior Selection Board has recently been abolished and the responsibility for recruitment by promotion to superior posts has been delegated to the concerned ministries. Do you think that the decision has been a rational one ? Give reasons for our answer.

38. Do you feel that the system of adhoc appointment specially for the development projects should be continued ?

/-----\
| Yes |
/-----/

/-----\
| No |
/-----/

39. Any other comments.

* Muhammad Abdus Sobhan, Director General of the Directorate of Youth Development, has Masters in Political Science(1958) and in Social Welfare(1961) from the Dhaka University. He served the Dhaka University as a lecturer at the Institute of Social Welfare from 1961 to 1964.

Mr. Sobhan has studied Public Administration at the University of Southern California, Los Angeles, USA during 1963-64. He joined the Pakistan Postal Service in 1964 and held various responsible posts in different times. He was Member Directing Staff at the Bangladesh Administrative Staff College(1981-84); Director General, Islamic Foundation(1984-87 & 1990); Director General, Juba Unnayan Adhidaptar(88-89) and Member Directing Staff of the Bangladesh Public Administration Training Centre(1989-90). He has a fundamental research on Disabled Children and has written a number of articles for various newspapers. Mr. Sobhan has attended World Bank sponsored training on Planning and Development in Washington in 1983. He has widely travelled and attended several seminars, workshops, conferences in country and abroad.

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